DEPARTMENT OF STATE

BRIEFING PAPER

CONFIDENTIAL

Sinai Security Arrangements

Statement of the Issue

The Basic Commitment. The Egyptian-Israeli Peace Treaty provides that Israel will complete its withdrawal from the Sinai by April 1982 and that UN forces and observers will carry out its provisions for monitoring permanent security arrangements after that date. In a letter dated March 26, 1979 to Sadat and Begin, President Carter pledged that if the UN Security Council failed to establish the permanent arrangements called for in the Treaty, the U.S. would ensure the establishment and maintenance of an acceptable alternative multinational force.

The Present Problem. In September 1979, in talks designed to reach agreement on arrangements to monitor Sinai during the period up to final withdrawal after the UN Security Council had refused to renew the mandate of the UN Emergency Force, Secretary Vance agreed with Foreign Ministers Dayan and Ali that Foreign Ministers of Egypt, Israel, and the U.S. would meet in April 1981 to negotiate the permanent security monitoring arrangements in the Sinai. At that time, it was hoped that by April 1981 an autonomy agreement on the West Bank and Gaza would have been achieved which would have materially improved the atmosphere for international participation in a permanent UN or multinational force. We must now proceed on the premise that we may have to come up with a solution under circumstances that are less promising--in particular, that Soviet and Arab opposition will make forming a UN force impossible, and that it may even be difficult to persuade other states to participate in a non-UN multinational force.

Significance of the Negotiations. The negotiations scheduled to begin in April, 1981 will deal with a central requirement of the Treaty itself and will be one of the key tests of the Treaty's permanence and effectiveness. The ability of the United States to meet its commitment to both Egypt and Israel is another important aspect. The manner in which the negotiations are conducted also will have a significant impact on the broader Middle East peace process, affecting both Egypt's perception of its relationship with us and Israeli evaluations of the extent and character of the U.S. commitment to Israel's security.

Positions of the Parties. Israel has taken the position that it will not withdraw to the agreed final lines until a United Nations or alternative multinational force (MNF) is in place. Israel is particularly concerned that a MNF be capable of assuring freedom of navigation through the Straits of Tiran.

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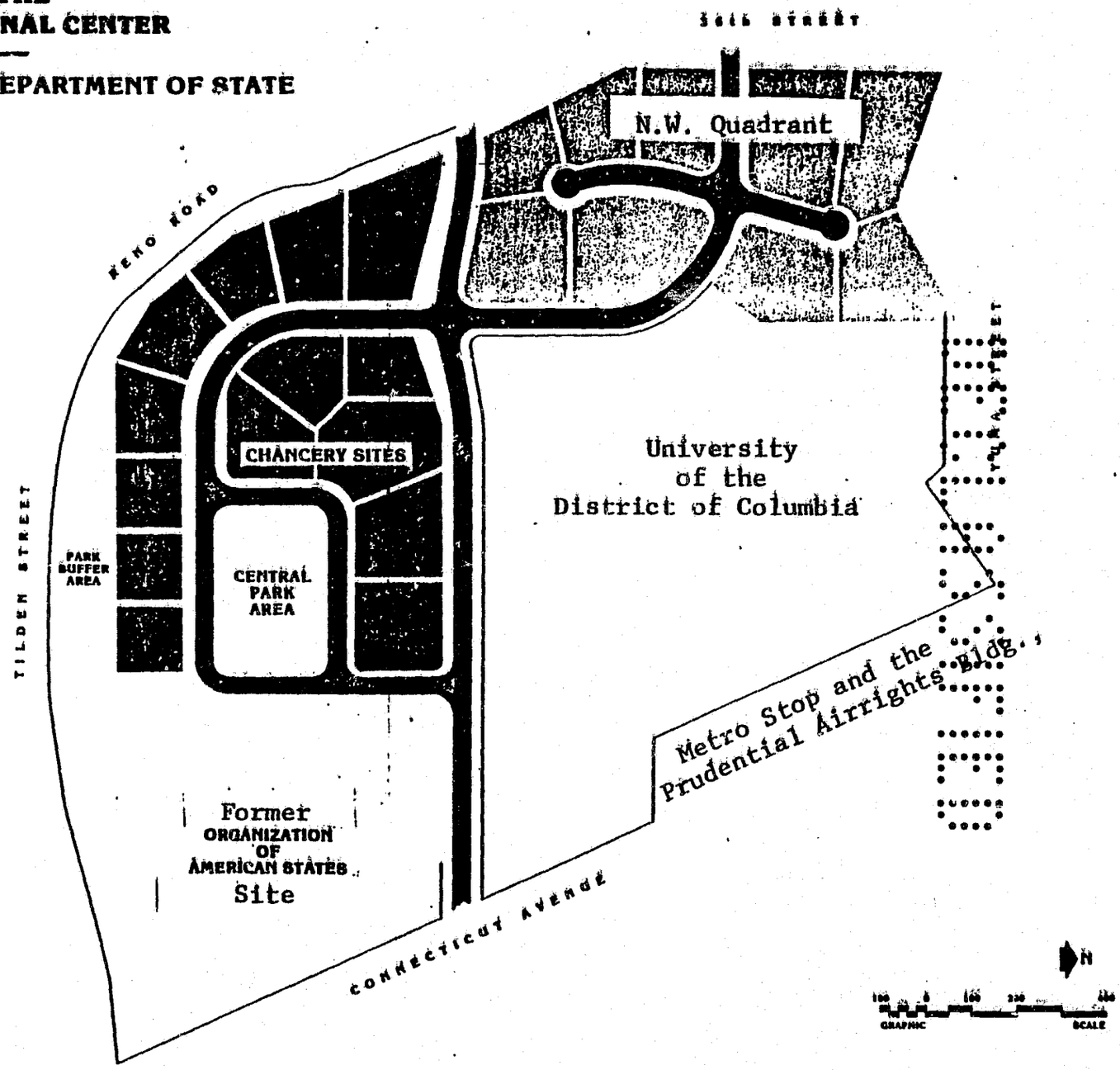
PROPOSED EXPANSION OF THE CHANCERY SECTION OF THE INTERNATIONAL CENTER

PRESENTED BY THE DEPARTMENT OF STATE



In other words, Israel wants a force, not merely observers. Egypt maintains that Israel is unconditionally bound to complete its withdrawal from the Sinai in April 1982, regardless of whether a United Nations or alternative multinational force is in place. But Egypt understands the importance Israel attaches to emplacement of a force and will cooperate in trying to find a solution. Both sides would probably accept the U.S. playing the role alone as monitor and guarantor of the Treaty if it proves impossible to get others to participate.

A related problem is Israel's growing interest in a U.S. military presence in the Sinai which could not only carry out the security provisions of the Peace Treaty but also contribute to our effort to develop an effective response capability to defend Western interests in Southwest Asia. Egypt is unlikely to be receptive to this idea. While Sadat has offered the U.S. the use of "facilities" (not "bases") elsewhere on Egyptian territory, he has specifically ruled out staging from the Sinai.

Current Arrangements. Israel withdrew to the interim Ras-Mohammed El-Arish line on schedule in January 1980. The force limitation provisions of the Treaty are being monitored during this interim period by the Sinai Field Mission (SFM), composed of U.S. State Department employees and contract personnel from E Systems, as well as by periodic U.S. high-level aircraft photography, the basis for a report which is provided to both sides. Although there have been some occasional misunderstandings, our monitoring arrangements are highly regarded by both sides.

The Time Constraint

Although a full year before final withdrawal has been allowed for negotiation of the post-1982 arrangements, this does not give us as much time as might appear at first glance. The Israelis will have to begin physical preparations for their withdrawal from Zones C and D at least several months in advance if the withdrawal is to be completed by April 1982. Moreover, they will probably insist that the supervisory force must be in place before they begin their final withdrawal. Thus, several additional months must be allowed to organize and deploy a force after agreement is reached on it. It will therefore be important to conclude the negotiations as soon as possible after April 1981. The time constraint may in fact make it desirable to get started with discussions with the two sides before the negotiations are due formally to open in April.

What We are Doing: Present Planning

We are presently developing several options, including exploration of the constraints--financial, legal, and Congressional--that might apply to an expanded U.S. role in the post-1982 supervisory arrangements. We hope to be able to have these staffed

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ART IN EMBASSIES PROGRAM (A/ART)

Director: Mrs. Jane M. Thompson

FY 1981 Authorized Full Time Positions: 2 1/

FY 1981 Column of FY 1982 Budget: Funds included in A/OPR

The program provides museum quality fine art work by U. S. artists in all media and periods for exhibit in the representational rooms of U. S. Ambassadors' official residences. Fine art is also provided for the offices and conference rooms of the Secretary and the Deputy Secretary, the offices of the four Undersecretaries, and the exhibit in the Diplomatic Lobby.

The director arranges for the long-term loan of work from museums, private and corporate collections, university collections, commercial galleries, and artists from all areas of the U. S. In consultation with Ambassadors, these works are assembled into collections and shipped at regional bureau cost to the post for which they were selected. Program kits are sent with each collection containing administrative information, artist biographic data and guidelines for preparation of art brochures to be published by the post. At present the program has approximately 3,700 borrowed art works, valued at $12,000,000, registered in the inventory, providing collections for 112 posts throughout the world. The program borrows approximately 900 new works per year and returns approximately 700 works per year to lenders.

1/ Included in A/OPR total.

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ALLOWANCES STAFF (A/ALS)

Director: Richard R. Martin

FY 1981 Authorized Full-Time Positions: 22

FY 1981 Column of FY 1982 Budget: Funds included in A/EX

The Allowances Staff develops and coordinates policies, regulations, standards, and procedures for administering the allowance program for all U. S. Government civilian employees assigned to foreign posts. The program currently encompasses 44,000 federal civilian employees in twenty-eight agencies and includes such major benefits as living quarters, education and cost of living allowances, the post (hardship) differential, and emergency evacuation payments. The office exercises the Secretary's authority to designate posts as unhealthful, to authorize special allowances, and to designate principal representatives as eligible for payment of official residence expenses.

The staff also establishes and publishes per diem rates for travel in foreign areas by civilian U. S. government employees (the rates are used as the basis for business expense tax deductions by private-sector Americans), develops cost of living data for Department of Defense uniform services personnel, furnishes information on allowances and living costs in foreign areas to private sector organizations, and assists the Internal Revenue Service in its development of qualified cost of living differential tables and designates hardship areas as required by the Foreign Earned Income Act of 1978.

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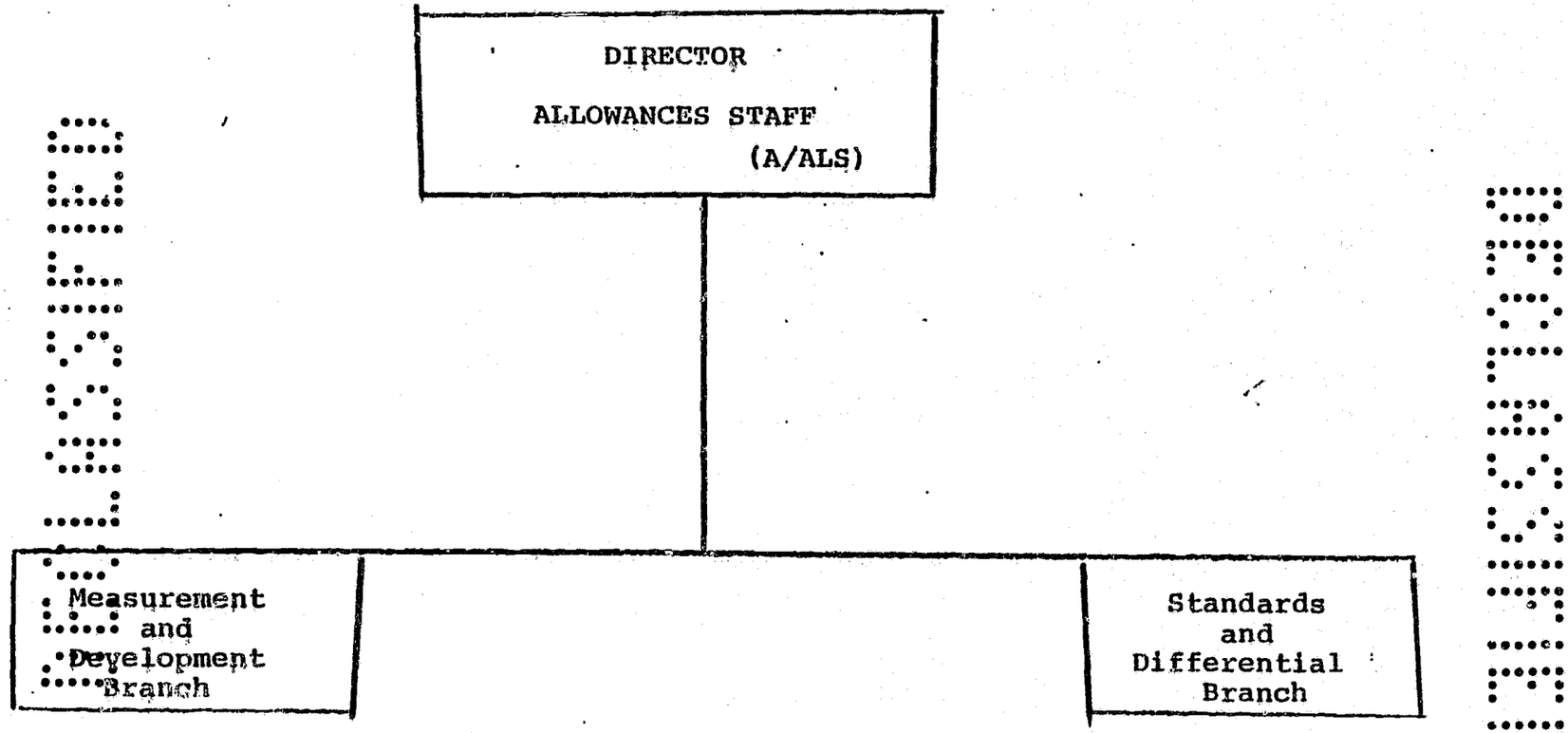
DIRECTOR
ALLOWANCES STAFF
(A/ALS)
Measurement and Development Branch
Standards and Differential Branch

INDO-US NUCLEAR RELATIONS

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Drafted:NEA/INS:HSchaffer
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Cleared:NEA:JACoon

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SAFETY PROGRAM (A/SAF)

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Director: Martin K. Dalton

FY 1981 Authorized Positions: 1 1/

FY 1981 Column of FY 1982 Budget: Funds included in A/EX

In July 1979 the Program was formally established and changed with coordinating a single Safety Program domestically and overseas for the Department, and overseas for the Agency for International Development, the International Communications Agency, the U. S. Arms Control and Disarmament Agency, and the International Boundary and Water Commission. Thus, the Program is responsible for the safety and occupational health of approximately 60,000 employees of foreign affairs agencies, most of whom are stationed overseas.

The Program is structured along elements defined in the Occupational Safety and Health Act of 1970 and Executive Order 12196. The Program Director works closely with and receives assistance from the Assistant Medical Director, Environmental Health and Preventive Medicine.

The Program has primarily emphasized the reduction of employee injuries and occupational illness, fire safety, and the training of GSO's and Administrative Officers in life safety enhancement procedures.

1/ Included in the Assistant Secretary's Office.

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SPECIAL PROGRAMS AND LIAISON STAFF (A/SPL)

Director: George Jenkins

FY 1981 Authorized Positions: 9

FY 1982 Budget Request: $30,000,000

The year 1979 introduced new security concerns for the protection of U. S. diplomatic personnel, property, and national security information at overseas missions. Events in Tehran, Islamabad, Libya, and San Salvador demonstrated the vulnerability of our installations to mob violence in situations where the host government either could, or would, not honor its commitment under the Vienna Convention on Diplomatic Relations to provide security for diplomatic missions. With the encouragement of and express funding from the Congress, the Security Upgrade Program was initiated to enhance security at specifically defined "critical threat missions" abroad.

The Special Program and Liaison Staff was created to manage this program. Survey teams visit posts to make specific security upgrade recommendations. The staff coordinates the teams recommendations, directs specific and ongoing procurement and contracting of equipment, coordinates with management of the regional bureaus, and coordinates responsibilities which cross organizational lines within the Bureau of Administration. Specifically, the program seeks to provide the following:

1. Resources for achieving required structural improvements.

2. Design and installation of non-lethal access denial systems.

3. Installation of additional life safety equipment.

4. Modification of safehaven areas and alteration of existing communication centers.

5. Reconfiguration of telephone and upgrading of radio facilities.

6. Installation of electronic data storage and retrieval systems.

7. Domestic maintenance of historical data.

SPECIAL PROGRAMS AND LIAISON STAFF